

A PROJECT FOR TRAINING AREA SPECIALISTS

THE NATIONAL NEED

In the present crisis, the United States is faced with the urgent need of specialists with knowledge of the languages and peoples of major world areas and competent to work on economic, political or social problems of these regions. Personnel so trained is needed by the Department of State, the Central Intelligence Agency, the Department of Defense and other Federal agencies.

Facilities exist in a number of our major universities for training area specialists. These facilities can be enlarged and put to more intensive use. Their training capacity can be more than doubled.

Unless immediate steps are taken the staffs of existing area centers will be drawn off by governmental agencies. This personnel is far too limited to meet the existing demands and if the training staffs are dispersed we will be unable to provide the substantially larger number of trained younger men.

The problem therefore is to work out the means and procedures for building a competent group of area specialists while our universities are still in a position to provide the government with this service.

PROPOSAL

1. That the Federal Government provide funds for the training of 1,000 university graduate students as area specialists over the next three years.

2. That this be arranged through a contract with the Social Science Research Council.

3. The contracting agency would establish an eight-man board composed of leading area specialists from the major participating universities in order to maintain uniform standards and coordinate activities.

4. The board would assign to the appropriate area training centers in the universities the number of specialists to be trained for each of the major world areas, as for example, of the 200 specialists to be trained on the Far East, Yale University might be responsible for 50.

5. The board, with the cooperation of the training centers, would be responsible for the selection of trainees.

6. Each area trainee would agree at the outset to make his services available to the government upon the completion of his training.

7. Since the trainees would be potential government employees, every effort should be made with the proper manpower authorities in the Federal Government to give the trainees a status that would keep them in training for a three-year period. This would call for some agreement with officials of National Selective Service for draft deferment and with the Department of Defense insofar as reserve officers are concerned.

8. In addition to the two years in residence at the university, a year of field experience is recommended.

9. The level of training needed would be equivalent to that required as preliminary for the Ph.D. degree; that is it is

expected that all work necessary for that degree except the dissertation would be completed.

The above provisions have been discussed in a preliminary way with representatives from the major area training centers. From the standpoint of the universities, the program is feasible and can be started in June, 1951, if funds are provided, and if a decision is reached by March 1, 1951. The time to secure commitments from the universities for such a program is now.

AREA PRIORITIES

All major world areas should be covered, although the emphasis will be placed on immediately critical regions. A tentative breakdown for the first 1,000 would be as follows:

250	U.S.S.R.
200	Far East
100	South Asia
100	Southeast Asia
100	Middle East
150	Central and Western Europe
60	Latin America
40	Africa

SUB-AREA SPECIALTIES

National and other significant subdivisions of the gross areas will be recognized and certain students assigned to each. For example, of the 100 students for Southeast Asia, some will specialize on the language and background of units like Burma, Thailand, Indonesia, Philippines, etc.

DISCIPLINE SPECIALTIES

Students will be selected also on the basis of subject

matter interests, such as sociology, political science, economics, anthropology, psychology, history, linguistics, etc. The numbers for each category can be determined by the board in the light of national needs.

AREA TRAINING

The area training will include intensive language, general background, advanced research, and specialized courses, following the patterns already in practice in area training centers.

DISCIPLINE TRAINING

Each trainee will continue study for the requirements of a doctor's degree in his own subject, be it anthropology, economics, psychology or other. This combination of area and discipline training is consistent with current practice. It will serve to meet a constant government need, namely, for an economist with knowledge of China, etc.

TIME REQUIREMENT

The training program covers three years, two at the university and one in the field. However, for the first group the time period could be cut down by selecting more advanced graduate students, and by giving priority to those who have already had certain language and background area instruction.

UNIVERSITY ASSIGNMENTS

Centers for the study of most of the major world areas are already formally organized in many universities. In the few cases where adequate facilities do not exist, they can be created.

For illustration, some of the universities with known facilities for special areas are cited:

U.S.S.R.

Columbia, Harvard, Indiana, Washington, Yale, California

Far East

Michigan, Washington, California, Chicago, Harvard
Columbia, Yale, Stanford

South Asia

Pennsylvania, California, Cornell

Southeast Asia

Yale, California, Cornell, Minnesota

Middle East

Pennsylvania, Princeton, Michigan, Columbia,
Johns Hopkins (School of Advanced International
Studies)

ESTIMATED COSTS

For a three-year training period for 1,000 students,
a sample cost estimate is given:

1. Instructional costs for students for
2 years, at \$2,000 per 12 month year....\$4,000,000
(This figure assumes: tuition at
\$1000 per student, and \$1000 for
employment of new faculty, extra
pay for extra time of existing
faculty, new space, etc.)
2. Maintenance of students for 2
years, at \$200 per month..... 4,800,000
(This figure would be reduced to
the extent that students already
at the graduate level are in-
cluded.)
3. Travel and field work for 1 year, at
\$5,000..... 5,000,000
4. Books, teaching materials, etc..... 400,000
5. Strengthening of instructional offerings
at some centers..... 1,000,000
(A request might be made for
foundation funds to cover items
4 and 5.)
6. Administration of program for
3 years..... 300,000

Total \$15,500,000

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DEPARTMENT OF STATE
Washington

March 6, 1951

My dear Mr. Staats:

We have further considered the proposed program of the Social Science Research Council for training language and area specialists at the graduate level designed to meet the urgent need for such specialists, particularly by such federal agencies as the Department of State, the Central Intelligence Agency, and the Department of Defense.

The Government, including the Armed Services, has an urgent need for language and area specialists for work essential to the national interest. We concur with the Council's view that the college and university staffs in the language and area training field will be dissipated unless a reasonable flow of students or trainees is continued to these training centers. With its responsibility for effective diplomacy in the present "cold war," the Department feels that it must have in the universities educational programs which will produce the kinds of trained specialists needed for work in critical areas of the world. Such specialists are no less vital to the national interest than highly trained physical scientists. Consequently, we believe existing facilities for language and area instruction should be both maintained and if possible strengthened to meet this important national need.

Despite some of the obvious difficulties, we believe the plan proposed by the Social Science Research Council, with certain modifications, merits the support of the Government agencies concerned. In addition, we believe a substantially increased language and area training program should be provided for more mature and experienced persons already employed by the Government. In view of the problems resulting from the manpower mobilization program, especially the deferment of college students, we believe this latter approach can be implemented with greater assurance of success. There is enclosed a

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Mr. Elmer B. Staats,
Assistant Director,
Bureau of the Budget
Washington 25, D. C.

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staff study which outlines the Department's views on this general problem in somewhat greater detail.

I have asked Mr. Frank S. Hopkins and Dr. Henry Lee Smith, Jr. of the staff of the Foreign Service Institute to represent the Department in working with the Bureau and other agencies on this problem.

Sincerely yours,

Acting Secretary

Enclosure:

Memorandum.

PROJECT FOR TRAINING

AREA SPECIALISTS

A. The Need for Language and Area Specialists

The need for an appreciable number of language and area specialists for Government service has been accentuated by the national emergency. Our leadership role in the "cold war" and our increased commitments abroad have placed a high premium on persons who can speak and read the difficult languages involved, who possess expert knowledge about the critical areas of the world, and who can interpret the interrelated facts of economics, politics, culture, and geography. It must be assumed that the Soviet Union has placed as much importance on this vital cog in its foreign affairs machine as it has on machinery for disseminating propaganda.

B. Alternative Methods of Meeting This Need

The problem is one of formulating the means whereby the needs of governmental agencies for such specialists can be met and securing the necessary support for such a program within the Executive Branch and before the Congress. Three means of providing a continuing supply of language and area experts are suggested as follows:

1. A student training program that will produce an adequate number of graduate students for Government service.
2. A program for training persons already employed by the Government.
3. A third approach, which may merit exploration, is to establish a civilian reserve component to which persons who already possess pertinent qualifications but need additional training would be appointed for temporary periods. They would receive such training at Government expense subject to an agreement to serve the Government if called upon to do so.

C. The Student Training Program

The program outlined by the Social Sciences Research Council is highly desirable and clearly in the national interest. However, several major obstacles must be overcome before the program can be carried out. Also, certain improvements are needed in the plan itself.

1. Deferment of Students

The chief obstacle is the problem of obtaining deferments under

Selective

Selective Service. The reserve officer problem can be dealt with if the Defense Department agrees to support the program. Although a national policy on student deferments has not yet been firmed up, it seems clear that few students who have not completed a requisite period of military service will be granted deferment to take graduate work and that those who may be deferred may be required to fulfill their military service obligation upon completing their period of study. In this connection, the language and area program will be competing with programs in the physical science field which are likely to enjoy stronger support.

On the other hand, the President's recent statement of the National Manpower Mobilization Policy provides a tangible basis on which the program can be justified. Moreover, if the Defense Department supports the program, it should be easier to obtain the necessary public and Congressional support.

2. Congressional Attitude

In presenting a student training program to the Congress, it should be made clear that without some measure of Government financial support, the required number of specialists will not be available. In this connection, full use should be made of funds supplied by foundations, such as the Ford Foundation. Secondly, from the standpoint of student deferment, a strong case must be made concerning the essentiality of language and area specialists. This need is only one of a number of critical needs which collectively call for a national policy permitting student deferment at the post-graduate level applicable to the physical and social science fields. Unless a good job is done in Congressional presentation, the program will run afoul of heavy weather. Those concerned must be able to refute successfully the charge that the program is designed to foster an "aristocracy of brains" at the taxpayer's expense while the average young American is required to don a uniform.

3. Administrative Considerations

a. Adequate provision should be made with respect to the security and loyalty fitness of students obtaining grants under the program.

b. The program should provide for more direct participation on the part of the end user agencies in fixing standards for selection of students so that those completing the program will, insofar as practicable, meet the employment requirements of the agencies. In the case of the Department of State, a premium would be placed on securing well-rounded individuals willing to serve abroad and able to represent the United States in its foreign relations.

c. The

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c. The machinery for administering the program should have a direct tie to whatever type of manpower authority is established at the federal level.

d. The American Council of Learned Societies should participate in the program in view of the close relation between area studies and language training.

e. To the extent that government funds are used, the participating end user agencies should not be expected to absorb their pro rata share out of regular funds.

f. It will be necessary to work out methods and procedures to assure that trainees are appointed to Government service upon completion of their work. Obviously, the end users will compete for the best students. Therefore, there would be considerable advantage to designating trainees for ultimate appointment to the end user agencies before they undertake the training program. Not only can this arrangement be used to more fully justify the expenditure of public funds and to support deferment requests, but the training itself can be more closely related to the specific needs of the end users.

D. Training of Governmental Employees

A second approach to meeting the need for language and area specialists for Government service is to provide training at government expense for selected personnel already on the rolls who possess demonstrated aptitude for and an interest in these fields of study. Such training should be provided through existing training facilities of Government, such as the Foreign Service Institute as well as by colleges and universities especially equipped to provide such training.

1. Legislative Authority to Provide Training

a. As regards agency authority to provide such training at Government expense, the Foreign Service Act of 1946 permits the Secretary of State to assign officers and employees of the Foreign Service to educational institutions (including the Foreign Service Institute) for training and to pay tuition and related expenses. Consequently, the Department has the requisite authority to carry on an expanded program of training in the language and area field, provided (1) additional training funds are made available and (2) additional personnel can be released for training.

b. In the case of Departmental officers, the Department does not now possess such authority beyond assigning personnel to the Foreign Service Institute for training. It is hoped that the

present

present authorization for the Foreign Service will be extended to the Department incident to effecting a number of perfecting changes in the Foreign Service Act of 1946.

c. Neither the Fulbright legislation nor the Smith-Mundt Act permits funds to be used to send American citizens to educational institutions in this country. The Smith-Mundt Act would permit dollar expenditures to be made to send an American citizen to an educational institution in a foreign country under appropriate interchange arrangements. It is believed that this could be done without violating dual compensation statutes in the case of governmental employees. However, it is questionable whether the type of training desired can be effectively secured abroad.

d. CIA appears to have authority under Public Law 700 to assign its personnel to educational institutions for training at Government expense.

2. Advantages of In-Service Training Program

An expanded program for providing training at the universities to governmental employees should be the primary means of meeting the Government's need for language and area specialists. Although the problems of funds, Congressional support, and deferment would still be present, the probabilities of effective implementation and the factor of simplified administration are apparent. Each agency could more intelligently define its own needs. Deferment could be approached essentially on an occupational basis rather than on an educational basis. However, without sufficient funds to release the necessary personnel for training, the program would not succeed. For example, there are now about 30 Foreign Service officers engaged in the Department's language and area training program. On a Departmental-wide basis, we should have close to 200 officers enrolled in the program each year for the next four or five years. This additional number is forthcoming only at the expense of crippling essential operations.

E. Establishment of a Civilian Reserve Corps

A third approach, and one which should be considered as a long-range proposition, would be the establishment of a Civilian Reserve Corps somewhat analogous to the U. S. Public Health Service Reserve. Persons appointed to this Corps would agree to accept a call to active duty but would remain on inactive duty status until called. The period of appointment might run for five years, subject to renewal. Persons so appointed would have pertinent basic qualifications, such as foreign language proficiency and actual experience in a given area. However, they would be eligible to receive training at Government expense designed to round out their skills and knowledge. When in training status they would be considered as on active duty and would be paid salary commensurate with their rank.

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By this means it would be possible to build up a supply of persons possessing critical skills who would be available for active service at least for temporary periods in an emergency such as we now face. (In point of fact, the Department's own needs for additional language and area specialists are immediate needs which can best be met by full time employment.)

The Foreign Service Act of 1946, in providing for the Foreign Service Reserve did not contemplate a reserve pool comparable to that described above. Additional legislation would therefore be required to establish such a reserve.

Conclusions

In conclusion, there is a critical national need for an increased number of trained language and area specialists for Government service. This need cannot be met unless the staffs of the colleges and universities which are equipped to provide such training are enabled to remain on the job. Positive programs supported by Government funds are needed now to assure a continuing flow of trainees to the campus. These programs should provide both for student or "pre-entry" training, and "post-entry" training, with the primary emphasis being placed at this time on the latter approach. The plan proposed by the Social Science Research Council with certain improvements merits the support of the Government agencies concerned.

March 12, 1951

"E"ORANDUM TO: Dr. Arthur S. Flemming

SUBJECT: Shortage of Language and Area Specialists

During the past few months, the critical importance of scientists and engineers to the national defense program has been widely recognized. As a result, studies are now going forward to determine more accurately our manpower requirements and resources in scientific fields, and provisions are being made for continued training and effective utilization of scientific and engineering personnel.

Unfortunately, no comparable emphasis has been given to our requirements and resources of manpower having other types of specialized knowledge to help the nation participate effectively in the conflict of ideas and non-military actions which are also of great importance to our national security.

One of our most critical manpower shortages at the present time is that of persons expert in the language, geography, economy, and psychology of the areas in which we must act to protect our national security. This shortage is extremely acute with respect to Asiatic areas. It is practically impossible to find Americans with a thorough knowledge of the Korean language and people; the situation is even worse as it relates to Burma, Thailand, Viet Nam, and Central Asia. Our manpower resources for understanding and dealing effectively with Middle Eastern countries are inadequate in the extreme.

Even with respect to Russia, our resources are below the danger point. Last year, for example, only seven Americans took Ph.D.'s in Russian language and literature, the field most necessary as a base for increasing our supply of Americans who are experts on Russia.

These shortages cannot be corrected quickly. Not only does the training required for language and area competence require several years--in many cases the materials for conducting such training either do not exist or are entirely inadequate. A short time ago, the Department of the Air Force sent a list of twenty-six languages to the American Council of Learned Societies requesting information on where Air Force personnel could be sent for training in these languages. The ACLS informed the Air Force that instruction is offered in not more than ten of the languages anywhere in the United States and that there are no basic materials available for teaching some eight or ten of them. For example, several English-foreign language dictionaries which were in production during World War II were discontinued at the end of the last war. (Burmese was one of these, and it is still in card-file form.)

There are now only eight or ten universities in the United States equipped to give advanced language and area training. Even these are staffed with a bare minimum of competent specialists, and some of these, having reserve status, are threatened with recall to active duty in the armed forces.

Many of the experts in this field are foreign born. Consequently, the difficulty

of obtaining security clearance on them is a very serious obstacle to their employment within the government.

Few facts have been assembled regarding our existing supply of Americans having language and area competence. Equally few facts are known regarding our requirements for this type of specialized personnel. The only comprehensive requirements estimate which has been made is that of Dr. Mortimer Graves of the ACLC. Admitting that his estimates are to a very considerable degree arbitrary, Dr. Graves nevertheless bases his figures on his own knowledge and extensive contact with the departments of government using such personnel. His estimates of our minimum needs are as follows:

Australia-New Zealand	20	Mexico	50
Balkans	30	Moslem World	30
Brazil	30	Netherlands	10
Central Africa	20	Northern South America	30
Central America	50	Philippines	20
Central Asia	15	Polynesia	10
China	100	Portugal	20
Eastern Mediterranean	30	Russia	100
Eire	10	Scandinavia	20
France-Belgium	50	Siberia	10
Germany	50	South Africa	10
Great Britain	50	Southeast Asia	30
India	50	Southern South America	50
Iran	10	Spain	30
Italy	50	Turkey	15
Japan	30	West and North Slavs	30
Korea	20	West Coast of S. America	40
Malaysia	20	Western Mediterranean	20
Melanesia	10		

These estimated requirements total a mere 1200 Americans having language and area competence to service the agencies and enterprises through which the United States must exercise its role of world leadership.

Dr. Graves observes pointedly that "after all the forced draft of a total global war and a decade of worldwide activity, we are not equipped with even an approximation of this minimum."

In contrast with the bleak resource outlook in this highly important field, our requirements are already pressing and growing rapidly. As our broad security programs develop, need for specialists in foreign languages and cultures will be more urgently needed as advisors in policy formulation and execution, as administrators, as technicians in special problems, and as observers.

The agencies of government which are the principal users of manpower having language and area competence are: The Department of State (including both the Department and the Foreign Service Institute); the Department of Defense (including Army, Navy, and Air Force); Central Intelligence Agency; Economic Cooperation Administration. To a lesser extent other agencies require this type

of personnel. Among these are: Department of Commerce, Department of Labor, Library of Congress, and Federal Security Agency.

In addition to these needs, there is the problem of American staff for the U.N., and for its specialized agencies and missions. Undoubtedly, additional needs will develop in the economic and production planning agencies of NATO and in connection with the headquarters of General Eisenhower. As we move toward treaty arrangements with Germany and Japan, the possibility of a Pacific Pact, and participation in such enterprises as the Colombo Plan for development of Southeast Asia, even greater needs will develop for language and area specialists.

Requirements for such specialized personnel must include private agencies and companies also. There is not available even a rough estimate of these present and prospective requirements. However, they must be expected to become increasingly important.

The above data developed by the Manpower Office of the Resources Board point to several areas in which action appears to be needed. These areas are:

1. Assessment of our present resources in manpower, materials, and tools.
2. Development of more adequate data on requirements of manpower, materials, and tools.
3. More effective utilization of qualified personnel through measures designed to place them in employment where their skills can be used most effectively and their knowledge disseminated most widely in meeting both governmental and private needs.
4. The accumulation and servicing of materials in the language and area fields needed by these experts.
5. The development of teaching materials and techniques in the language and area training fields.
6. Development of new or improvement of existing facilities for training.
7. Acceleration of a program of language training to relieve broadly trained experts from routine work, such as translation.
8. Arranging for foreign-born experts to work upon open sources (perhaps in the Library of Congress) until security clearance on them has been obtained.
9. The encouragement of additional research in foreign cultures, particularly those about which we now know very little.

While the immediate problems indicated above are in process of solution, attention should be given to development of the number and kinds of experts in languages and cultures which the United States needs to sustain its position of world leadership. The expansion of American activities abroad will in itself increase the number of persons with firsthand experience in foreign areas. To be most

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valuable, however, this experience must be coupled with a systematic program of training through permanent institutes in area studies and integrated with such measures as the Fulbright Act, Smith-Mundt Act, and operations under Point Four. Considerable resources for a broadened program of training opportunities abroad may be found in Treasury surpluses of unconvertible currencies which could be appropriated for this purpose.

In addition to the governmental agencies having a direct interest in this problem, there are many private agencies which are concerned. Chief among them are the American Council of Learned Societies, the Social Science Research Council, the Rockefeller Foundation, the Carnegie Corporation of New York, the Ford Foundation, and the universities which are currently offering training in this field. Any action taken therefore requires close coordination of a number of federal agencies and several private groups.

While each of the public and private agencies concerned is taking limited steps to meet its individual problems and responsibilities, there is serious lack of overall leadership and direction in dealing with the problem as a whole. Consequently, I would like to discuss with you various measures which might be taken to deal effectively with the language and area manpower shortage.

Robert L. Clark
Director, Manpower Office